

THE COMPREHENSIVE PLAN



MARION COUNTY, INDIANA

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ADOPTED OCTOBER 2, 1991

DEPARTMENT OF METROPOLITAN DEVELOPMENT
DIVISION OF PLANNING
CITY OF INDIANAPOLIS-MARION COUNTY, INDIANA



OFFICE OF THE MAYOR

The Comprehensive Plan
for
Marion County, Indiana



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Department of Metropolitan Development

Division of Planning

Indianapolis-Marion County, Indiana

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Preface



The merit of planning lies in its program for rational decisions that blend the greater public good with benefits for individuals and neighborhoods. In their 1969 book, *Land Use: Cases and Materials*, Professors Jacob Beuscher and Robert Wright state that

by its very nature, the plan will be visionary. . . . The better plans will serve to revitalize the older and poorer areas of our cities and to assure that the newer areas do not suffer from the errors of the past. . . . What [the plan] represents is the application of knowledge and common sense in an attempt to confront tomorrow's problems today.

The Comprehensive Plan for Marion County represents the combined knowledge and common sense of over 700 residents, more than 30,000 hours of professional planning work by City-County staff, and the expertise and support of hundreds of community leaders. The Comprehensive Plan is Marion County's most important guideline for making rational land use decisions. If closely observed, the Comprehensive Plan will help us achieve our long-term land use goals and avoid foreseeable problems. If ignored, the plan will only remind us of our failure to confront these problems when we had the opportunity.

Introduction



This document is the foundation of all the documents that comprise the Comprehensive Plan for Marion County (see Appendix A). The other documents include nine township land use plan maps and nine accompanying township plan narratives. The township plans are individually adopted by the Metropolitan Development Commission at the conclusion of each township plan revision process.

This document is divided into three chapters:

- *Chapter 1 - The Comprehensive Planning Process*

Describes the planning process, especially the plan implementation step. This chapter explains how public agencies implement the plan through zoning, subdivision regulations, and other mechanisms.

- *Chapter 2 - Elements of the Comprehensive Plan*

Explains the principles underlying land use plan recommendations, including explanations of the land use categories, stages of development, and critical areas.

- *Chapter 3 - Development Trends and Policies*

Reviews countywide development trends and lists the goals and policies embodied in the plan, including the policies for Marion County's seven stages of urban development.

Chapter 1



The Comprehensive Planning Process

This 1991 plan represents the first major revision of the Comprehensive Plan for Marion County since 1984. The revision process is highly participatory, involving scores of residents from each township and dozens of public officials. Township plans thus are grounded in both planners' professional judgment and residents' hands-on involvement. Therefore, by adhering to the plan, decision makers implement the will of both officials and citizens.

This chapter explains the steps in the planning process, the agencies responsible for plan implementation, and the mechanisms for implementing the plan.

Steps in the Planning Process

The Comprehensive Plan for Marion County is comprised of nineteen main documents: this countywide narrative, nine township land use plan maps, and nine accompanying township plan narratives. Township plans increase the level of detail, analysis, and public participation possible in the countywide planning process, thus creating broad local support for the plan. In addition, the Comprehensive Plan includes neighborhood, transportation, and other plan segments (see Appendix A).

Revising the nine township plans involves six steps, which are explained below and illustrated in Figure 1.

Step 1 - Identify the Need for Plan Revision

The Metropolitan Development Commission and the Department of Metropolitan Development's Division of Planning initiate the planning process by identifying the need for a Comprehensive Plan revision. This step is documented in the Division of Planning's "Standards and Guidelines for Township Comprehensive Plans."

Step 2 - Set Guidelines for Plan Revision

After identifying the need for plan revision, the Division of Planning sets guidelines

Figure 1
The Comprehensive Planning Process

<u>Step in Process</u>	<u>Agencies Responsible</u>	<u>Documentation</u>
Identify Need for Plan Revision	Department of Metropolitan Development (DMD), Division of Planning	Standards and Guidelines for Township Comprehensive Plans
Set Guidelines for Plan Revision	DMD, Division of Planning	Standards and Guidelines for Township Comprehensive Plans
Gather and Analyze Data	DMD, Division of Planning	Township Data Inventories
Develop Plan	DMD, Division of Planning	Township Planning Committee Meeting Synopses
Adopt Plan	Metropolitan Development Commission (MDC)	Public Hearing Minutes Land Use Plan Map and Document
Implement Plan	MDC City-County Council Board of Zoning Appeals Plat Committee City-County Unigov Depts. and Boards	Public Hearing Minutes Zoning, Variance, and Plat Petitions Reports Plans

for the plan revision. These guidelines are subject to review and revision by other City-County Unigov departments. Step 2 is documented in "Standards and Guidelines for Township Comprehensive Plans."

Step 3 - Gather and Analyze Data

Before developing a Township Comprehensive Plan, Division of Planning staff gather data on the township's demographics, land use, zoning, transportation, schools, community services, and other characteristics. This information is then analyzed and compiled in a Township Data Inventory, which becomes a basis for developing the plan.

Step 4 - Develop the Plan

Development of the plan includes formulation of recommendations, review of those recommendations, and subsequent revision of the plan until it is ready to be presented for adoption.

Step 4 begins with the formation of a township planning committee. Because it is open to all township residents, the planning committee is broad in its membership. The committee includes representatives from local fire departments, school districts, public utilities, environmental groups, and neighborhood associations. Involvement with township planning committees is the most direct way that Indianapolis citizens can influence long-range land use planning.

Through a series of public meetings, the planning committee works with Division of Planning staff to formulate appropriate land use and critical area recommendations. These recommendations become a part of the Comprehensive Land Use Plan Map and Comprehensive Land Use Plan Narrative. Both the Plan Map and Plan Narrative undergo extensive public and interagency review and revision before they are ready to be presented for adoption. This approach ensures that adequate research, communication, and public acceptance take place prior to the plan's adoption.

Step 5 - Adopt the Plan

After its development is complete, the plan is considered for adoption by the Metropolitan Development Commission. Township planning committee members often appear at Metropolitan Development Commission hearings to support plans that they helped develop. Upon adoption, the township plan becomes a segment of the Comprehensive Plan for Marion County. The Township Comprehensive Land Use Plan Map is adopted prior to its accompanying Plan Narrative.

Step 6 - Implement the Plan

The Comprehensive Plan is meant to be implemented. As a policy document adopted by the Metropolitan Development Commission, the plan is intended to guide future growth and development patterns. The Metropolitan Development Commission has primary responsibility for implementing the plan as they make zoning, development, and redevelopment decisions.

Agencies Responsible for Plan Implementation

The Marion County Comprehensive Plan coordinates countywide plans with federal, state, and local agency plans. By statute, all government officials and public bodies are to consider the policies of the Comprehensive Plan before taking action. Following is a list of the agencies responsible for plan implementation (see also Figure 1).

Metropolitan Development Commission

The nine-member Metropolitan Development Commission, or MDC, adopts and amends the Comprehensive Plan for Marion County. The MDC also adopts zoning laws and makes decisions on rezoning and variance petitions, thereby guiding the efficient and orderly development and redevelopment of the Unigov area. Responsibility for implementing the plan through rezoning and other decisions falls primarily on the MDC. Four members of the MDC are appointed by the Mayor, three by the City-County Council, and two by the County Commissioners.

City-County Council

As the legislative body of local government, the City-County Council has the primary responsibility of enacting, repealing, or amending local laws. The twenty-nine-member Council makes policy, passes laws, decides how city money is to be spent, reviews budgets, and approves appointments. In relation to implementing the Comprehensive Plan, the Council considers Metropolitan Development Commission recommendations for ordinances and funding proposals, and may overrule the MDC on rezoning decisions. The Metropolitan Development Committee, a Council Standing Committee, reviews planning and development proposals prior to their consideration by the full Council.

Other Agencies Responsible for Implementation

- ***Board of Zoning Appeals*** - In Marion County, the Board of Zoning Appeals consists of three divisions, each with five members. Each division hears petitions for parcels of land throughout Marion County except in the cities within Marion County that have their own boards of zoning appeals: Beech Grove, Lawrence, and the Town of Speedway.
- ***Plat Committee*** - This committee oversees the application of the subdivision regulations to proposed developments. The Plat Committee, appointed by the MDC, is composed of one MDC member and two other Marion County residents.
- ***Boards of Parks and Recreation, Public Works, and Transportation*** - These boards oversee departmental functions and expenditures and direct capital improvement programs. They are comprised of department directors and appointed citizen members.
- ***City-County Unigov Departments*** - Unigov departments administer the policies of the Comprehensive Plan on a daily basis. Department directors discuss and coordinate departmental activities with the Mayor.

Mechanisms of Plan Implementation

Described below are the mechanisms most closely related to the implementation of the plan.

Zoning

The purpose of zoning is to protect the health, safety, and welfare of the community by promoting the best use of land and compatibility among land uses. In *Udell v. Haas* (1968), the court describes the relationship between planning and zoning authority as follows:

In exercising their zoning powers, the local authorities must act for the benefit of the community as a whole following a calm and deliberate consideration of the alternatives, and not because of the whims of either an articulate minority or even majority of the community. . . . Thus, the mandate . . . [that zoning be "in accordance with a comprehensive plan"] is not a mere technicality which serves only as an obstacle course for public officials to overcome in carrying out their duties. Rather, the Comprehensive Plan is the essence of zoning. Without it, there can be no rational allocation of land use.

The adoption of a comprehensive land use plan is both a legal and policy prerequisite for making any zoning decision. Indiana Code 36-7-4 requires adoption of a comprehensive plan as a foundation for zoning ordinances and attention to the comprehensive plan in making zoning decisions. In Marion County, the MDC is the governmental body charged with carrying out this law. Zoning is the most important implementation tool of the plan. Thus, decisions involving the rezoning of land present the most important land use decisions for the MDC.

Marion County is divided into four primary zoning districts: residential, commercial, industrial, and special uses. Ordinances for these zoning districts regulate the use of the land and set limits on height, area, and other characteristics. The ordinances also set standards for site design. A number of secondary zoning districts provide additional controls for specific areas or activities, including airport airspace, floodplains, mineral extraction, and the Regional Center, or central business district. The City-County agency responsible for administering zoning activities in Marion County is the Department of Metropolitan Development's Division of Development Services.

Two actions that can affect the use of property are rezonings and zoning appeals:

- *Rezonings* - The rezoning procedure requires the filing of a petition for a change in the zoning designation for an affected parcel. Such rezonings are authorized by the adoption of zoning ordinance map amendments. The Metropolitan Development Commission may consider a proposed zoning ordinance map amendment in a public hearing and either deny it or recommend its approval to the City-County Council. When a zoning ordinance map amendment is adopted by the City-County Council, it changes the land uses permitted in the affected area.

The highly participatory process used in developing the Comprehensive Plan ensures that each land use recommendation is a product of professional planning judgment and citizen involvement. Therefore, rezoning petitions should be closely scrutinized for any deviation from the Comprehensive Plan. Indiscriminate and incremental zoning decisions made in contradiction to the Plan will, over time, entirely erode the integrity of the plan.

- *Zoning Appeals* - If the zoning regulations on a property impose a hardship on its use or development, a variance from those regulations can be sought from a Board of Zoning Appeals. Before a variance of use is granted, it must be demonstrated that the granting of the variance does not deviate from or substantially interfere with the Comprehensive Plan.

Subdivision Regulations

Subdivision regulations are local ordinances that regulate the division of land into smaller parcels or lots for transfer of ownership, development, or other purposes. The design and physical layout of one- and two-family residential projects and individual subdivisions are regulated by the Subdivision Control Ordinance. The application of the subdivision ordinance is overseen by the Plat Committee and appeals are heard by the Metropolitan Development Commission.

Other Mechanisms of Implementation

The Comprehensive Plan is also implemented through establishment of redevelopment districts, parks planning, and transportation planning.

Redevelopment district plans must be reviewed and approved by the MDC. Plans for individual parks and a countywide Comprehensive Parks, Recreation, and Open Space Plan must be reviewed by the Board of Parks and Recreation and the MDC before adoption. In addition, the Official Thoroughfare Plan for Marion County must be adopted and amended by the MDC.

Chapter 2



Elements of the Comprehensive Plan

The Comprehensive Plan for Marion County is more than a series of policy statements. The township land use plan maps that accompany this document designate the most appropriate land use recommendations for all parcels in Marion County and the township plan narratives explain the basis for the recommendations. This chapter explains key elements of the township land use plan maps, the township plan narratives, and the Marion County Thoroughfare Plan, which also plays an important role in land use recommendations.

Key Elements of the Township Plan Maps

Some key principles and elements of the land use plan maps are the intensity of use, land use categories, and indexing.

Intensity of Use

Intensity of use refers to the level of activity associated with a type of land use. Generally, the higher the level of activity associated with a land use, the higher its intensity. Measures of an area's level of activity include the number of people and vehicles that enter and exit the area; the area's physical development (for example, the number and density of structures); and the area's impact on nearby land uses and on sewer, water, drainage, transportation, and ecological systems. In this context, a land use's "impact" is generally associated with its negative effects on nearby land uses and the burden it places on existing systems.

For example, a ten-acre retail commercial facility such as a neighborhood shopping center would have a much higher impact on the transportation system than would a ten-acre single-family residential development. Traffic engineering research shows that over 5,000 vehicles would enter and exit such a commercial facility daily, compared to fewer than 500 vehicles entering and exiting the residential development. In addition, a commercial facility's large paved parking surface could create stormwater drainage system problems, and noise from the center could be heard from nearby residences. Thus, high intensity uses such as retail commercial can negatively impact both existing systems and nearby lower intensity land uses.

Single-family residential development, on the other hand, is an example of a low activity, low intensity land use. Compared to high intensity land uses, low intensity uses produce less traffic and have less negative impact on adjacent land uses and systems. Generally, low intensity land uses should be buffered from the negative impacts of high intensity land uses.

Land use recommendations are made after examination of the physical proximity of uses and the relationships that could develop between those uses. The following principles of land use relationships and intensities are used to formulate the planning recommendations contained in the Comprehensive Plan:

- High intensity land uses such as Regional Shopping Centers and Office Centers should be clustered or assembled in a group to form an activity node.
- Generally, the more traffic associated with a land use, the greater the street capacity required to serve the land use. Usually, higher intensity uses such as commercial and industrial uses should be adjacent to major roadways, and lower intensity uses such as parks and residential uses should be on local streets.
- Generally, high intensity uses should be adjacent to each other and not adjacent to low intensity uses. Similarly, low intensity uses should be adjacent to each other and not adjacent to high intensity uses.
- The greater the differences between the intensities of adjacent land uses, the greater the amount of buffering necessary to shield the less intensive use.
- Employment and residential areas should be balanced geographically to minimize transportation problems.
- The capacity of the infrastructure needed to serve an area should be evaluated in determining the intensity of development for that area.
- Redevelopment proposals and infill development (development of vacant land that is surrounded by developed areas and served by municipal water and sewers) should be compatible with surrounding land uses.

In general, the highest intensity land uses should be surrounded by compatible but lower intensity land uses, with a continuing decrease in intensity as one moves toward areas where land uses are least intense.

For example, for a vacant site between a high intensity Community Shopping Center and a low intensity Low Density Residential area, the plan might recommend Office Buffer. If offices were developed at the site, the lower intensity residential area most

likely would have fewer problems with traffic, nighttime lighting, and noise than if higher intensity retail shops and restaurants were developed at the site.

Different categories of the same general land use may have different intensities. For example, a Commercial Cluster of small shops most likely would create less noise and negative visual impact on nearby non-commercial uses than would a Heavy Commercial construction equipment business. Although both are commercial land use categories, Heavy Commercial is usually higher in intensity than Commercial Cluster.

Land Use Categories

The following categories are used to designate recommended land uses on the township comprehensive land use plan maps.

■ *Residential*

Very Low Density
Low Density
Medium Density
High Density

■ *Parks*

Neighborhood
Community
Regional
Linear

■ *Commercial*

Office Buffer
Office Center
Commercial Cluster
Neighborhood Shopping Center
Community Shopping Center
Regional Shopping Center
Heavy Commercial
Downtown Mixed Use

■ *Special Uses*

Hospital
Schools (by type of school)
Cemetery
Significant Public Facility
(by name of facility)
Fire Station
Other ("Public Use" or by name)

■ *Industrial*

Light
Heavy
Airport Related

■ *Urban Conservation*

The most appropriate land use is recommended for each area on the map. Because the Comprehensive Plan assumes that Marion County will eventually be fully developed, the Plan's recommendations cover every parcel of land in the county.

Land use categories are identified by both color and abbreviation. For example, an area recommended for Low Density Residential development is colored orange and marked with the written abbreviation "LD." On interim black-and-white township maps, land use categories are denoted by abbreviation only. (Note: Appendix B lists all the land use categories as well as their designated abbreviations, colors, and general characteristics.)

Indexing

Another key element of the plan is the use of an indexing system. Indexing is a method of numerically assigning secondary land use recommendations to an area. Where the Comprehensive Plan Map uses indexing, the primary recommendation is identified by its color (except on interim black-and-white maps) and abbreviation, and the secondary land use recommendation by its index number. (See Appendix B for the index number of each land use category.) Indexing is most often used in areas with primary land use recommendations that require some public expenditure for implementation or that fulfill a specific public policy goal, such as protection of ecologically sensitive areas.

In areas with primary land use recommendations such as Urban Conservation, Proposed Parks, Airport Related uses, and Special Uses, indexing identifies secondary land uses that may be appropriate and acceptable. The primary recommendation, however, still represents the most appropriate, most acceptable land use for that area. The index number refers to a secondary land use recommendation that is considered less appropriate than the primary land use recommendation--the primary recommendation should be considered first and is always preferred. Unless it is clearly demonstrated to the Metropolitan Development Commission that development of the secondary recommendation would adequately protect the major features of the primary use, the secondary use would be deemed inappropriate and unacceptable.

As an example, a site may have been given the primary recommendation of Urban Conservation because it contains substantial woodlands. Urban Conservation use would protect the existing woodlands, and would be preferred over the indexed, or secondary, recommendation. If the secondary recommendation were for Very Low Density Residential use, a development proposal for the secondary use would need to provide for the protection of the existing woodlands through a tree preservation plan, clustered subdivisions, and other appropriate development measures.

At times a secondary use may need to provide for the establishment of major features of the primary recommendation. For example, if the primary recommendation is a Proposed Neighborhood Park and the secondary recommendation is Low Density Residential, Low Density Residential development may be acceptable if it includes establishment of open space and a neighborhood recreation facility on the site.

In each case where development of a secondary use is proposed, the Metropolitan Development Commission must determine whether the proposal adequately provides for the protection or establishment of the major features of the primary recommendation.

The primary recommendations most often indexed with a secondary use generally include one or more of the major features listed below:

Primary Land Use Recommendation	Major Features Common to the Primary Land Use Recommendation
<ul style="list-style-type: none"> ▪ <i>Urban Conservation</i> 	<ul style="list-style-type: none"> Aquifer Wildlife habitat Erosion mitigation in steeply sloped areas Floodway and floodplain Reservoir and other waterbody Wetlands Woodlands
<ul style="list-style-type: none"> ▪ <i>Proposed Parks</i> 	<ul style="list-style-type: none"> Aquifer Common open space Wildlife habitat Erosion mitigation in steeply sloped areas Floodway and floodplain Public linear trail Recreation facility Reservoir and other waterbody protection Sports facility Wetlands Woodlands
<ul style="list-style-type: none"> ▪ <i>Airport Related Use (Indianapolis International Airport)</i> 	<ul style="list-style-type: none"> Necessity of a location adjacent to or near the airport Benefit to airport activity Dependence on airport facilities for all or part of business activities
<ul style="list-style-type: none"> ▪ <i>Special Uses</i> 	<ul style="list-style-type: none"> Major characteristics depend on the individual case of the Special Use recommendation.

This list of the major features of the primary land use recommendations is not exhaustive, but does include the features most often associated with each land use.

Key Elements of the Township Plan Narratives

Each township plan map is supported by a township plan narrative that explains the township's land use issues and goals. The township plan narratives also explain the townships' stages of urban development and critical areas. Goals for individual townships differ so widely that this countywide narrative does not examine each township's goals. Rather, this section explains the principles underlying stage of urban development and critical area designations.

The Seven Stages of Urban Development

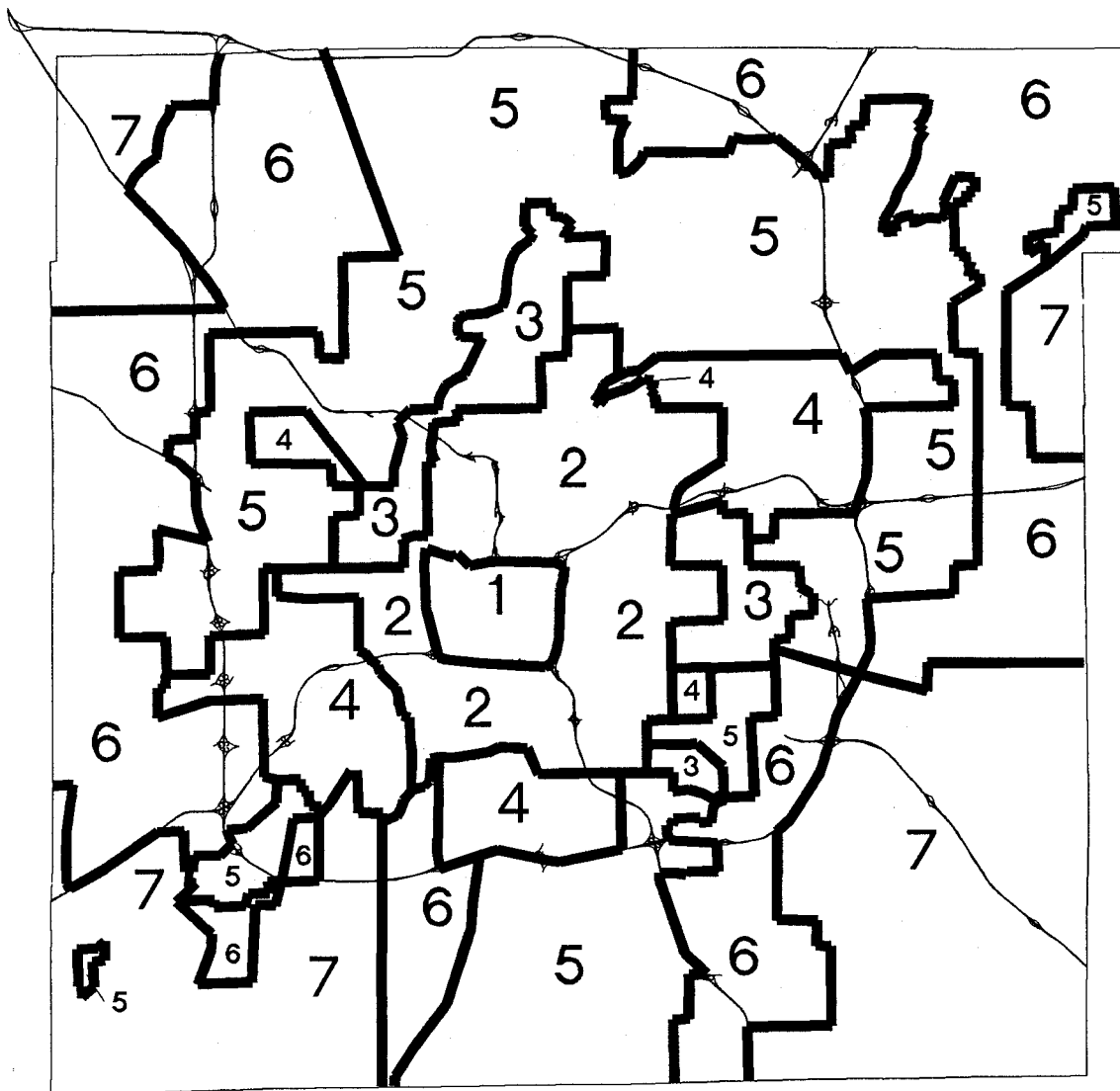
Marion County faces a wide variety of development-related issues, such as maintaining roadway capacity, encouraging development of previously bypassed parcels, slowing infrastructure deterioration, and competing with other urban areas for economic development opportunities.

The county's urban form ranges from an intense downtown core to established neighborhoods, to suburban and rural areas experiencing intense development pressures. The Comprehensive Plan differentiates among these diverse areas according to their respective stages of urban development. This differentiation allows development goals and policies to be tailored to specific stages of development. Thus, identifying the areas of Marion County that correspond to certain stages of development makes possible the strategic targeting of appropriate policies, programs, and actions (see Chapter 3 for a list of policies for each stage of development).

For example, a policy for Stage of Development 2, Center City Revitalization Area, is to "encourage and expand housing rehabilitation efforts" in existing neighborhoods. This policy does not apply to a Stage 7 Rural Area, where few homes presently exist and policies related to new development are more applicable.

Marion County's seven stages of development and their characteristics are as follows (also see Map 1):

- *Stage 1 - Regional Center Area*
 - The primary platting and development of these areas occurred between 1821 and 1900.
 - Nearly one hundred percent of the area is developed.
 - All community services are in place; but due to age, some may need extensive repairs or added capacity to handle new development.



Map 1
Marion County
Stages of Development

- 4 Stage of Urban Development
- Stage Boundary
- Interstate Highway

The preparation of this map
was financed in part by a
Community Development Block Grant.



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- The area has good highway capacity that meets the transportation needs except for some turns at intersections during peak commuter hours.
 - The area contains very high intensity uses such as high-rise office buildings, government centers, major retail centers, and multistory apartment buildings.
- *Stage 2 - Center City Revitalization Area*
- The primary platting and development of these areas occurred from 1821 to 1950.
 - A majority of the area is completely developed; but due to urban blight, unsafe structures have been demolished, leaving vacant lots.
 - All community services are acceptable except for occasional decreases in intersection levels-of-service during peak commuter hours.
 - Land uses include residential, commercial, and industrial development that may exhibit widespread deterioration and disinvestment.
- *Stage 3 - Established Center City Area*
- The primary platting and development of these areas occurred from 1821 to 1950.
 - All community services are in place but may need extensive reconstruction or replacement due to age.
 - Roadway transportation services in these areas are generally acceptable except for occasional decreases in intersection levels-of-service during peak commuter hours.
 - These areas have stable neighborhoods that may have experienced deterioration but through redevelopment activities are now experiencing restoration and reinvestment.
- *Stage 4 - Suburban Revitalization Area*
- The primary development of these areas began in approximately 1950 and continues today.

- Eighty percent or more of the area is developed.
- Boundary lines between major land use categories are generally well defined.
- The area is beginning to show signs of disinvestment and deterioration such as abandoned commercial buildings or deteriorating housing.
- The majority of the area is served by sanitary sewers and city water.
- Some of these areas developed without benefit of county building codes, zoning, and subdivision regulations. They reflect the poor building standards often associated with the post-World War II pressure for housing.
- Levels-of-service for roadways may be unacceptable.

■ *Stage 5 - Established Suburban Area*

- The primary development of these areas began in approximately 1950 and continues today.
- Eighty percent or more of the area is developed.
- Boundary lines between major land use categories are generally well defined.
- Maintaining and protecting the existing land use pattern is a priority objective.
- The majority of the area is served by sanitary sewers and city water.
- Levels-of-service for roadways may be unacceptable.
- Site improvements are generally in good or excellent condition.
- The area is still experiencing development pressure and investment.

■ *Stage 6 - Developing Suburban Area*

- The primary development of this area began in approximately 1965 and continues today.

- Forty to eighty percent of the area is developed.
- Undeveloped transitional areas between major land uses are at a critical juncture because of development of adjacent land.
- Existing or projected levels-of-service for roadways may be unacceptable.
- The development pattern does not clearly extend outward from a core area.
- Future development will be predominantly of an infill development pattern.
- The general residential roadway system is disconnected between subdivisions, producing a local street pattern that lacks continuity.

■ *Stage 7 - Rural Area*

- The primary development that this area has undergone began in approximately 1970 and continues today.
- Less than 40% of the area is developed.
- Projected levels-of-service for roadways are acceptable.
- These areas generally lack sanitary sewer services and may also lack municipal water service.
- Agriculture and/or "woodlands" are the predominant land uses--suburban development is widely scattered.
- Often the residential development occurs on individually developed single-family tracts along the frontages of roadways and outside of platted subdivisions. Such development negatively impacts the roadway system and the development of land behind the frontage lots.

Stage boundary lines are generally determined by areas' development characteristics. Sometimes stage boundaries are determined by physical or political boundaries, such as street or township lines, respectively. Because of Marion County's ever-changing land use and development patterns, stage boundary lines must be reevaluated often. Stage of development boundary lines appropriate for this plan revision may be inappropriate by the time of the next plan revision.

Critical Areas

In addition to categorizing land by its stage of development, the Comprehensive Plan also designates critical areas. Each critical area exhibits an unusual character, important location, or significant infrastructure need that warrants a high degree of scrutiny. Critical area recommendations address significant land use issues that require more detailed information than can be shown on the Comprehensive Plan Map. The township plan document explains why the areas' recommendations are considered "critical" and presents additional data about the areas. The Metropolitan Development Commission can then use this information to make decisions on cases occurring in or near critical areas. Any rezoning petition, variance petition, or subdivision plat proposal in a critical area should be scrutinized for any deviations from the critical area recommendations.

Critical areas generally experience the greatest development or redevelopment pressure and therefore become key elements in plan implementation. While most of the critical areas primarily consist of vacant property, vacancy is not an essential characteristic of critical areas. These areas can be found in all seven stages of development defined in the Comprehensive Plan. Nevertheless, many critical areas are in rapidly developing parts of Marion County, especially in Development Stage 6, because the land use patterns and resulting transition lines in those areas are currently being formed.

The following are some examples of critical areas:

- Vacant land between two major land uses of widely varying intensities.
- Areas that are in transition from one land use to another due to changes in the surrounding uses.
- Areas that possess unusual environmental or valuable natural resources requiring preservation or conservation efforts.
- Vacant areas that are surrounded by development and that may be more appropriate for lower intensity land uses due to existing or projected limitations in roadway, sewer, water, or other infrastructure capacities.
- Historic sites or areas that might contain historically significant structures and are recognized as such by the Indianapolis Historic Preservation Commission.
- Areas impacted by airport operations that might need special land use recommendations and regulations.

Key Elements of the Thoroughfare Plan

The Thoroughfare Plan, a separately adopted segment of the Comprehensive Plan, relates roadway effectiveness to measures such as road widths, roadway capacity, and system continuity (see Map 2). The Comprehensive Plan's land use recommendations for different areas are based in part on the Thoroughfare Plan's projected roadway capacities for those areas.

For example, high-intensity uses such as shopping centers are recommended at the intersections of major streets, which are designed to handle large numbers of vehicles. Low-density housing, on the other hand, is usually recommended for local streets, which are designed to handle fewer vehicles.

Two key features of the Thoroughfare Plan are priority improvements and roadway classifications.

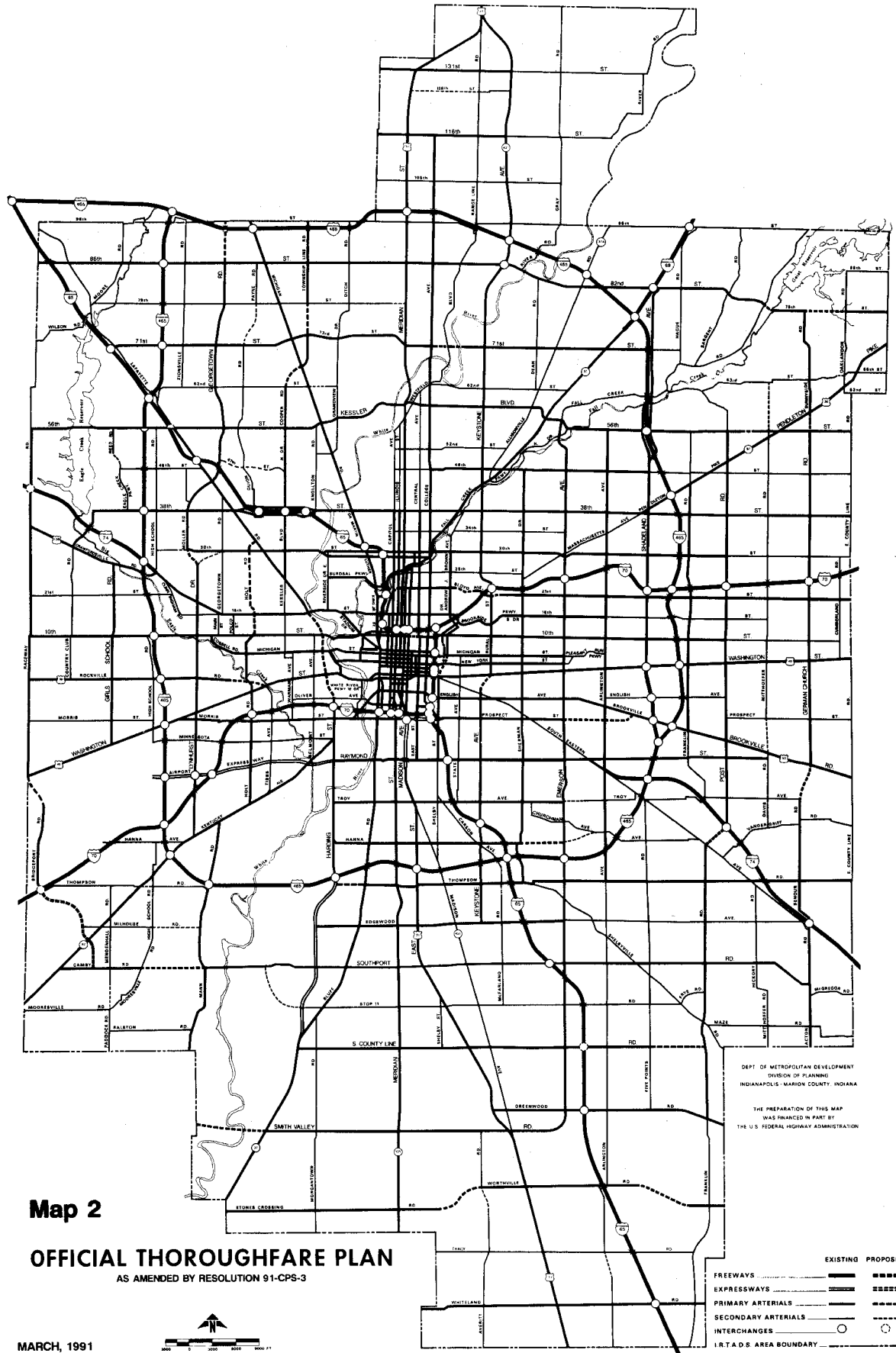
Priority Improvements

The Thoroughfare Plan recommends priority improvements to be made in the roadway system over a twenty-year time frame. A roadway's recommended improvements affect the type of land use recommended along the roadway. Among the recommended improvements are roadway widenings where roads will need higher capacities and construction of roadway connectors where major roads presently are not continuous. Priority recommendations do not ensure implementation, which is dependent on the availability of funds.

Roadway Classifications

The Thoroughfare Plan classifies each roadway in Marion County by its predominant function. Roadway classifications are mentioned in the township plans because a roadway's classification has a direct bearing on the type of land use recommended along the roadway. The roadway classifications are listed below:

1. **Freeways** These high-speed divided highways have full control of access (entrances and exits only on ramps) and grade-separated interchanges.
2. **Expressways** These relatively high-speed highways have design and operational characteristics similar to freeways, with some intersections at grade.



3. Primary Arterials Primary arterials serve as connecting routes to the freeway and expressway system and to other primary arterials, and are oriented primarily to moving traffic rather than to serving abutting land uses.
4. Secondary Arterials Secondary arterials carry significant traffic volumes and provide continuity in the roadway system, but are oriented more toward short trips than are primary arterials.

Two other roadway classifications mentioned in the township plans are collectors and local streets. As its name suggests, the collector's primary function is to collect traffic from an area and move it to an arterial. Local streets comprise the remainder of the roadways and primarily serve adjacent land uses.

Chapter 3



Development Trends and Policies

The Comprehensive Plan is based on Marion County development trends and policies. This chapter highlights countywide land use and development issues and lists the policy statements that guide the 1991 Comprehensive Plan revision.

Countywide Development Trends

The 1991 Marion County Comprehensive Plan makes recommendations based on the analysis of countywide population, land use, and other development trends. A complete demographic analysis is not possible because of incomplete data from the 1990 Census. The following trends, however, are evident from the available data.

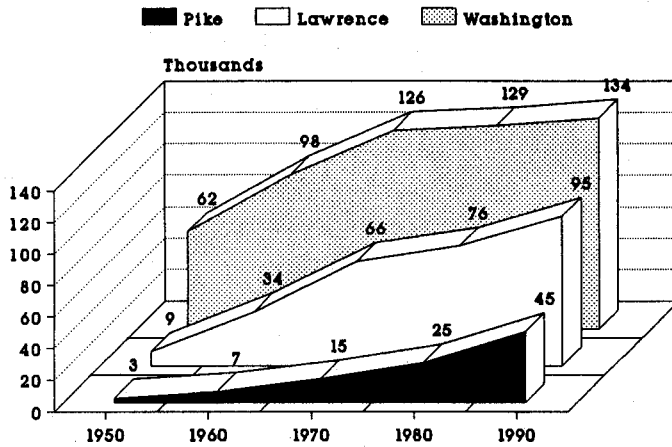
Population

In contrast to many other Midwest cities, the Indianapolis-Marion County population increased in the 1980s.

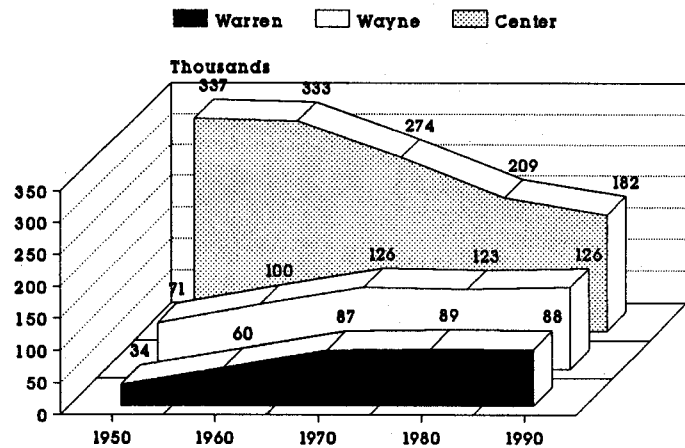
- After losing roughly 27,000 persons in the 1970s, Marion County gained almost 32,000 in the 1980s, bringing the 1990 population to 797,159.
- Indianapolis remained the nation's twelfth largest city, with 4.3% population growth between 1980 and 1990. Of the six Midwest cities with a population of 500,000 or more, only Indianapolis and Columbus, Ohio grew in the 1980s.
- Population growth for the 1980s in northern Marion County far exceeded 1983 projections by Indiana University and the State Board of Health. Pike Township and Lawrence Township were chosen as two of the earliest Township Comprehensive Plan revisions, so that land use recommendations in these plans could respond to current development issues.
- All Marion County townships grew in population in the 1980s except for Center and Warren Townships, which lost roughly 26,500 and 1,200 residents, respectively (see Figure 2).

Figure 2 - Township Populations, 1950-1990

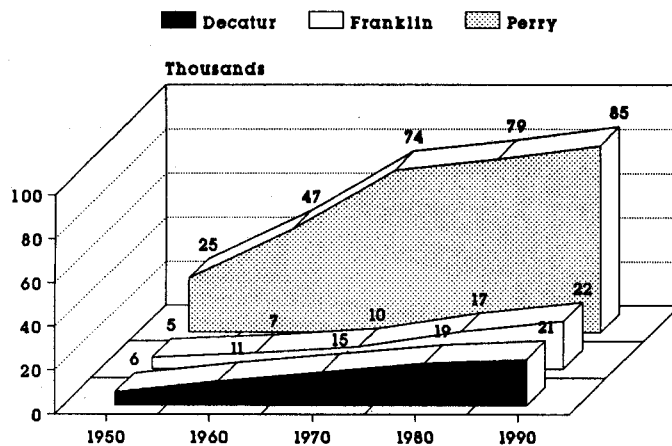
Northern Townships



Central Townships



Southern Townships



- The seven counties surrounding Indianapolis experienced 12.8% growth in the 1980s, about triple the rate of Marion County. Because such growth has a significant impact on Marion County's roadways and other infrastructure, Marion County's planning process is designed to respond to planning and development in surrounding counties.

Land Use

Over 60% of Marion County's 402 square miles is developed, and it is developing most rapidly in the northwest and northeast.

- Of the eight suburban townships, only Washington and Wayne are over 60% developed. Franklin Township is the least developed, at 20%.
- From 1973 to 1990, no land use developed at a faster rate in the suburban townships than multi-family residential, which now occupies more than double the acreage it occupied in 1973 (see Figure 3). In the same seventeen years, acreage for single-family residential use increased by only about 20% in the suburban townships. Meanwhile, both commercial and industrial land uses developed at similar rates--in 1990 they occupied about 50% more suburban township land than they did in 1973.
- Pike Township is the most rapidly developing township in Marion County. Although only one-third of its land was developed in 1973, Pike was nearly half developed by 1985.

Housing

Marion County as a whole experienced steady housing growth in the 1980s, led by the northern townships.

- According to the Census, Marion County had over 40,000 more housing units in 1990 than in 1980. The net increase in housing units of 12.8% in the 1980s was slightly behind the 15.1% net increase in the 1970s.
- In the 1980s, Center Township lost nearly 5,000 housing units, a 5.7% decline.
- The number of housing units in Pike Township grew by 94% in the 1980s. The second fastest growth rate for the ten-year period was 35%, in Lawrence Township.

Figure 3
Development in Suburban Townships

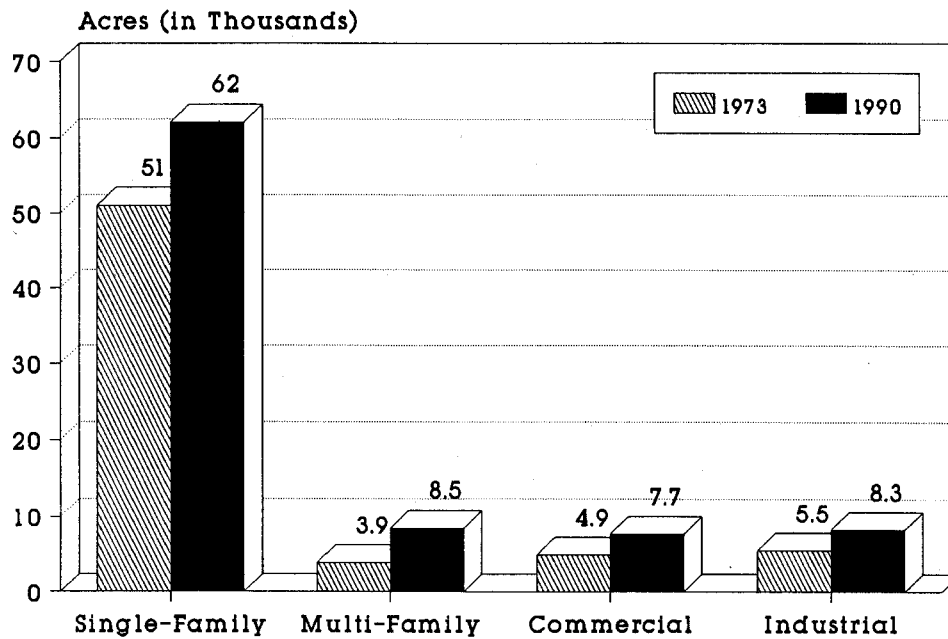
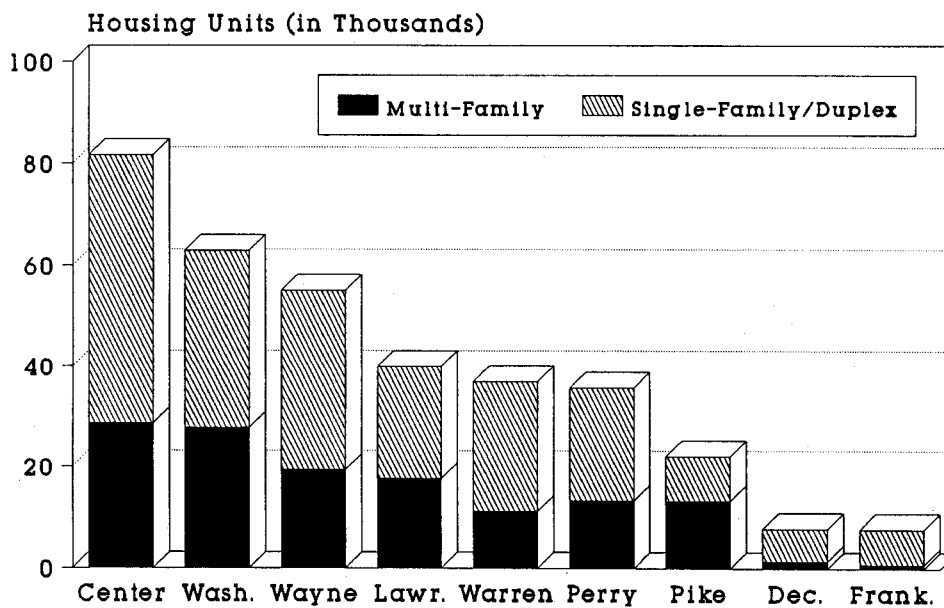


Figure 4
Township Housing, 1990



In 1990, Marion County had approximately 217,000 single-family and duplex units and 132,000 multi-family units.

- Over 40% of the housing units in Pike, Washington, and Lawrence Townships are multi-family housing units (see Figure 4). By comparison, fewer than 20% of the housing units in Decatur and Franklin Townships are multi-family. Pike, Washington, and Lawrence Townships together comprise 60% of the suburban township land developed for multi-family residential use.

As single-family residential development grows in surrounding counties, Marion County's central location and highway network will likely promote the continuation of the trend toward more multi-family residential, commercial, and industrial development in the suburban townships. The Comprehensive Plan should respond to such development trends by determining the best locations and policies for such land uses.

Countywide Development Policies

The Township Comprehensive Plan revisions are guided by countywide goals and policies identified in the following documents:

- *A Growth Policy for Indianapolis* (1980) - This document lists numerous policy statements for both developed and developing areas of the county.
- *Comprehensive Plan for Marion County, Indiana* (1984) - This document identifies goals for Marion County and attainable, measurable objectives for each goal.

The policy statements listed in these previously adopted planning documents continue to guide this 1991 Comprehensive Plan. The statements are listed below under "Policies for Developed Areas" and "Policies for Developing Areas." Additionally, some new policies are listed under "Policies for Developed and Developing Areas."

Policies for Developed Areas

- *Public Capital Improvements*
 1. Focus capital spending on reinvestment in and improvements of existing facilities.
 2. Locate new public capital facilities in developed areas that will encourage improvements and reinvestment.

- *Public Services*

1. Focus public investment on the improvement of existing urban services.
2. Strengthen neighborhood revitalization and the preservation program.

- *Private Development*

1. Provide incentives and eliminate disincentives to encourage private investment and development in the areas of the city where urban services have been provided.
2. Encourage and assist in the redevelopment of commercial, industrial, and residential projects through financial and nonfinancial programs.

Policies for Developing Areas

- *Public Capital Improvements*

1. Expand capital facilities according to a need for such facilities in areas generally contiguous to existing developed areas.
2. Expand capital facilities and public services where needed to relieve unsafe or unsanitary conditions in built-up areas not contiguous to the existing developed areas.
3. Major capital expenditures of the City should occur according to a comprehensive capital improvements program that is based on cost-benefit analysis.

- *Public Services*

1. Public capital improvements should be timed to coincide with the fiscal capabilities to provide additional new services.

- *Private Development*

1. Encourage and promote, by financial and nonfinancial incentives, private residential and commercial construction with emphasis upon those areas where public facilities are in place or committed.

2. Encourage and assist in the development of industrial projects through financial and nonfinancial programs.
3. In attempting to encourage development throughout the county, the civil government tax burden on commercial and industrial properties shall be as equitable as possible.
4. Encourage environmental protection in a manner that will promote growth in the local economy, promote energy conservation, and protect our ecological systems.
5. Encourage timely, efficient local environmental problem-solving in a comprehensive manner with minimal social and economic costs.

Policies for Developed and Developing Areas

1. Man-made features that are historically or architecturally significant should be preserved, protected, and/or improved.
2. Commercial, industrial, and large-scale institutional encroachment into viable residential areas should be prevented.
3. Environmentally sensitive areas such as floodplains, wetlands, woodlands, stream corridors, lakes and reservoirs, and aquifer recharge areas should be protected from land uses and/or development intensities that might degrade them.
4. New or expanded public capital improvements or infrastructure should be provided with new development to meet increased demand for such facilities and to ensure that an adequate level of public service is maintained at minimum cost to the community.
5. The City's codes and ordinances related to the operation and performance of land uses should be actively enforced.
6. The City should encourage, apply, and exemplify the principles of natural resource protection and conservation by promoting efficiency, reuse and recycling throughout its land use programs and development decisions. This will provide a legacy and foundation upon which future generations may enjoy a high quality of life.
7. The City should promote tree and wildlife habitat preservation.

Policies for the Seven Stages of Development

In addition to the countywide development policies above, policy statements have been identified for each of the seven stages of development. The seven stages and their related policy statements are as follows:

■ ***Stage 1 - Regional Center Area***

1. Provide incentives and eliminate disincentives to encourage private investment and development.
2. Facilitate revitalization and redevelopment in appropriate areas through direct assemblage of parcels for large-scale developments via the existing Redevelopment Statute.
3. Encourage and assist development of governmental, commercial, industrial, residential, educational, recreational and cultural projects through financial and nonfinancial programs.
4. Provide increased residential opportunities.
5. Encourage and assist development, rehabilitation, and reuse projects involving governmental, commercial, industrial, residential, educational, recreational, and cultural uses through financial and nonfinancial programs.
6. Encourage human service-oriented developments.
7. Encourage infill development of vacant parcels with full consideration of architectural compatibility and environmental/open space impact on surrounding areas.

■ ***Stage 2 - Center City Revitalization Area***

1. Encourage the revitalization of existing neighborhood commercial areas by strengthening adjacent viable residential areas and by restricting new commercial uses to the existing commercial areas.
2. Encourage infill development of vacant parcels with full consideration of architectural compatibility and environmental/open space impact on surrounding areas.
3. Encourage and expand housing rehabilitation efforts through public

assistance programs, financial incentives, strategic improvement planning, and other techniques as appropriate.

4. Make public financial resources available to support and encourage development and revitalization opportunities.
5. Facilitate revitalization and redevelopment in appropriate areas by direct assemblage of parcels for large-scale developments through the existing Redevelopment Statute.

■ *Stage 3 - Established Center City Area*

1. Protect public and private investment in both housing stock and nonresidential structures from the encroachment of incompatible land uses and adverse environmental influences.
2. Provide improved public services such as library, health care, transit, and recreational facilities in existing neighborhoods where appropriate.
3. Require environmental sensitivity in the design and building of new infrastructure, such as street widenings, to minimize adverse impacts upon existing neighborhoods.

■ *Stage 4 - Suburban Revitalization Area*

1. Encourage infill development of vacant parcels in existing neighborhoods with full consideration of architectural compatibility and environmental/open space impact on the surrounding area.
2. Encourage the revitalization of existing neighborhood commercial areas by strengthening adjacent residential areas and by restricting new commercial uses to the existing commercial areas.
3. Make available public financial resources to assist in the financing of appropriate rehabilitation and reuse projects.
4. Provide improved public services in existing neighborhoods where appropriate.
5. Require environmental sensitivity in the design and building of new infrastructure, such as street widenings, to minimize adverse impacts upon existing neighborhoods.

■ *Stage 5 - Established Suburban Area*

1. Encourage infill development of vacant parcels in developed areas with full consideration of architectural compatibility and environmental/open space impact on the surrounding area.
2. Encourage careful site design and planning, including adequate landscaping, sign controls, transitional yards, and other buffering measures for nonresidential developments in order to minimize any adverse visual impacts on the surrounding area.
3. Require environmental sensitivity in the design and building of new infrastructure, such as street widenings, to minimize impacts upon existing neighborhoods.
4. Protect public and private investment in both housing stock and nonresidential structures from the encroachment of incompatible land uses and adverse environmental influences.
5. Encourage provision of new/increased social services uses in response to increased demand.

■ *Stage 6 - Developing Suburban Area*

1. Preserve open space wherever extensive and/or intensive development is proposed in order to maintain the area's unique and natural beauty, protect environmental features, and provide relief from the potentially monotonous effects of continuous urban development.
2. Encourage careful site design and planning, including adequate landscaping, sign reductions, transitional yards, and other buffering measures for nonresidential developments in order to minimize any adverse visual impacts on the surrounding area.
3. Plan the location of intense land uses with careful consideration of public infrastructure capacities and proposed improvements so that adequate service will be feasible.
4. Encourage commercial and industrial development to integrate functionally and aesthetically with similar developments already existing on, or proposed for, adjacent properties.

5. Require new development to provide (or make other commitments for the provision of) expanded public facilities required to serve this new growth.
6. In general, do not permit urban development on environmentally sensitive lands, unless such development clearly provides for the adequate preservation and protection of any affected natural, man-made, or historically significant features.
7. Encourage provision of new or increased social service uses in response to increased demand.

■ *Stage 7 - Rural Area*

1. Require adequate landscaping, sign reductions, transitional yards, and other buffering measures with construction of nonresidential developments, in order to minimize any adverse visual impacts on the surrounding area.
2. Plan the location of intense land uses with careful consideration of public infrastructure capacities and proposed improvements so that adequate service will be feasible.
3. Encourage commercial and industrial development to integrate functionally and aesthetically with commercial and industrial developments existing on, or proposed for, adjacent properties.
4. Require new development to provide (or make other commitments for the provision of) expanded public facilities required to serve this new growth.
5. In general, do not permit urban development on environmentally sensitive lands unless such development clearly provides for the adequate preservation and protection of any affected natural, man-made, or historically significant features.

Conclusion

Based on analysis of development trends, these policies for the seven stages of development provide relevant guidance in a rapidly changing development environment. Attention to these policies helps decision makers implement the Comprehensive Plan in light of countywide, township, and neighborhood development goals.

Thus, decision makers are guided by the plan's policy recommendations as well as by its highly participatory planning process and detailed land use recommendations. By bringing together into a single policy document the planning process, land use planning concepts, Thoroughfare Plan elements, demographic trends, and development policies, the Comprehensive Plan for Marion County will help decision makers address tomorrow's land use issues today.

Appendix A



Adopted Comprehensive Plan Segments

The Comprehensive Plan is comprised of the nine township plans and other more detailed plans, such as corridor plans, historic preservation plans, and neighborhood plans. These plans are adopted by the Metropolitan Development Commission as Comprehensive Plan Segments.

When a township plan or more detailed plan is adopted by the Metropolitan Development Commission, that plan becomes a part of the Comprehensive Plan. Where there is a conflict between plans, the more recently adopted plan takes precedence.

Some plans incorporate earlier plans by reference. When this is done, the incorporated plan is considered to be as current as the plan that incorporates it.

Comprehensive Plan Segments

The following previously adopted Comprehensive Plan Segments are part of this Marion County Comprehensive Plan revision (adoption years in parentheses):

Airport Plans

Part 150 Noise Compatibility Plan (1990)
Airport Industrial Development Plan (1990)

Corridor Plans

North Meridian Development Corridor Plan (1982)
West Washington Street Corridor Plan (1985)
38th Street Corridor Plan (1986)
Keystone Avenue Corridor Study (1986)
North Meridian Corridor-Section Six (1986)
Pendleton Pike Corridor Plan (1987)
Michigan Road Corridor Plan (1988)
U.S. 31 and South Madison Avenue Corridor Study (1988)
Minnesota Street-Washington Street Corridor Plan (1990)

Historic Area Preservation Plans

Morris-Butler House (1978)
Kemper House (1978)
Eastman-Lilly House (1979)
Hannah-Elder House (1979)
Old Northside (1979)
Union Railway Station (1979)
Hollingsworth House (1979)
Raskaup-Ratcliffe House/Store (1980)
Circle Theatre (1981)
Fletcher Place (1981)
Chatham-Arch (1982)
Fountain Square Historic Commercial Plan (1984)
Lockefield Gardens (1985)
Herron-Morton Place (1986)
Lockerbie Square, amended (1986)
Wholesale District (1990)
St. Joseph (1990)

Neighborhood and Subarea Plans

Methodist Hospital Vicinity Plan (1978)
United Northwest Vicinity Plan (1978)
Meridian-Kessler Subarea Plan (1979)
West Indianapolis Neighborhood Congress Plan (1979)
Forest Manor Subarea Plan (1980)
Riverside Neighborhood Plan (1981)
* Fountain Square-Southeastern Subarea Plan (1981)
Crown Hill Subarea Plan (1982)
* Near Westside Subarea Plan (1982)
United Northwest (1982)
* Mapleton-Fall Creek Subarea Plan (1983)
Citizens Neighborhood Coalition Subarea Plan (1983)
Keystone-Kessler Neighborhood Plan (1985)
Martindale-Brightwood Neighborhood Plan (1985)
Butler-Tarkington Neighborhood Plan (1985)
Orchard-Keystone Neighborhood Plan (1986)
Broad Ripple Village Plan (1986)
Irvington Neighborhood Plan (1986)
Southeastside Neighborhood Plan (1986)
Thirty-Eighth and Shadeland Area Plan (1986)

Garfield Park-Pleasant Run Plan (1987)
Meadows-Fall Creek Subarea Plan (1987)
* Highland-Brookside Neighborhood Plan (1988)
Consolidated Eastside Neighborhood Plan (1990)
Lafayette Road-Coffin Park Neighborhood Plan (1990)

Parks Master Plans

* Parks, Recreation, Open Space: Urban Parks and Recreation Recovery
Action Plan (1982)
Paul Ruster Park Master Plan (1983)
Northwestway Park Master Plan (1983)
Clermont Park Master Plan (1983)
Tarkington Park Master Plan (1985)
Haughville Park Master Plan (1985)
Eagle Creek Park Master Plan (1985)
Sahm Park Master Plan (1986)
George Washington Park Master Plan (1986)
Southeastway Park Master Plan (1987)
Southwestway Park Master Plan (1987)
Fall Creek Parkway/Woollens Garden/Skiles Test Nature Park
Master Plan (1988)
Southside Park Master Plan (1988)
Arsenal Park Master Plan (1988)
Garfield Park Master Plan (1989)
Ellenberger Park Master Plan (1989)
Christian Park Master Plan (1990)
Post Road Community Park Master Plan (1990)
Eagle Highlands Park (1991)
Franklin/Edgewood Park (1991)

Regional Center Plan

Indianapolis Regional Center Plan 1990/2010 (1991)

Township Plans

Franklin Township Comprehensive Land Use Plan Map (1989)
Perry Township Comprehensive Land Use Plan Map (1990)
Lawrence Township Comprehensive Land Use Plan Map (1990)
Pike Township Comprehensive Land Use Plan Map (1990)

Decatur Township Comprehensive Land Use Plan Map (1991)
Warren Township Comprehensive Land Use Plan Map (1991)

Transportation Plans

Thoroughfare Plan Supplement: Indianapolis Reassessment and Refinement
of Proposed Roadways (1988)
Highland-Brookside Neighborhood Plan Transportation Element (1989)
Thoroughfare Plan for Marion County (1991)

* Plans scheduled for revision in 1991 or 1992.

Appendix B



Land Use Categories and Characteristics

The following is a list of land use categories and characteristics that apply to both developed and undeveloped parcels of property in Marion County. Next to the land use categories are the abbreviations, colors, and index numbers that identify them on the Comprehensive Land Use Plan Map.

On black-and-white maps, a land use is identified by its abbreviation only. For example, the map abbreviation for Very Low Density Residential use is "VLD." The map abbreviation for Community Park is "CP." In addition to their land use category abbreviations, parks are also identified on the map by the abbreviation "E" for existing or "P" for proposed park.

The index number for a land use category appears on the map only if that land use is the secondary recommendation for a site. Urban Conservation, Parks, Airport Related and Special Uses rarely, if ever, are identified as secondary recommendations, and thus are not assigned index numbers.

Residential

Very Low Density (VLD)

Color: Yellow

Index No.: 1

This land use is appropriate for areas that have extreme topography, that are conducive to estate development, or that are environmentally limited to very low densities. These areas may be unserved by sanitary sewers, or service may be infeasible. A Very Low Density land use designation includes a recommendation of 0-2 dwelling units per gross acre. Very Low Density use is often recommended adjacent to Urban Conservation areas as a means of protecting these sensitive areas.

Low Density (LD)

Color: Orange

Index No.: 2

The Low Density land use designation is appropriate for areas that do not have the physical constraints present in Very Low Density areas. The residential density level recommended for this category is 2-5 dwelling units per acre.

Medium Density (MD)

Color: Brown

Index No.: 3

Medium Density is the land use category with the highest density normally serviceable in suburban areas. The density level recommended for this category is 5-15 dwelling units per acre.

High Density (HD)

Color: Dark Brown

Index No.: 4

This residential land use designation is assigned to areas suited for development of more than 15 dwelling units per acre. The High Density land use category is appropriate only within relatively intense urban areas.

Commercial***Office Buffer (OB)***

Color: Pink

Index No.: 5

This land use category is for low-intensity office uses, usually outside an integrated center. The following uses are representative of this category: medical services, insurance, real estate, financial and credit institutions, architectural and engineering firms, legal services, and other related professional services. Office Buffer recommends physical development that reflects residential characteristics and scale.

Office Center (OC)

Color: Pink

Index No.: 6

This category is appropriate for integrated office development that generally includes three or more buildings, approximately 100,000 square feet or more of total leasable office space, and an internal street and parking network. Office Centers are typically significant employment centers, and their activity is usually more intense than Office Buffer areas.

Commercial Cluster (CC)

Color: Red

Index No.: 7

The Commercial Cluster category is assigned to retail and service businesses that have historically developed independently of one another along roadways. This category recognizes some existing commercial strips, but additional "strip-type" non-"center" development is not encouraged.

Note on commercial retail centers (below): All of these shopping centers provide for integrated development of primarily retail businesses. Advantages of retail center development over cluster development include shared parking, fewer curb cuts along arterial roadways, fewer signs, and more uniform landscaping and design. This plan distinguishes among Neighborhood, Community, and Regional shopping centers.

Neighborhood Shopping Center (NSC) Color: Red

Index No.: 8

Gross floor area	Up to 125,000 sq. ft.
Site acreage	5 to 15 acres
Service area radius	2 miles
Anchor	Grocery store, drug store
Location	Located on a collector near an arterial
Outlots	1 to 3

Note: These centers are usually developed to function as a unit on one parcel. Tenant mix usually includes several types of specialty stores. These centers should not include any establishment that would tend to regularly draw customers from outside the immediate neighborhood.

Community Shopping Center (CSC) Color: Red

Index No.: 9

Gross floor area	From 125,000 sq. ft. up to 700,000 sq. ft.
Site acreage	15 to 40 acres
Service area radius	5 miles
Anchor	Large supermarket, discount store or department store
Location	Located on an arterial, usually close to another arterial
Outlots	4 to 6

Note: These centers are usually planned as single projects, although they may be subdivided with outlots for free-standing stores.

Regional Shopping Center (RSC) Color: Red

Index No.: 10

Gross floor area	700,000 sq. ft. and up
Site acreage	40 to 120 acres
Service area radius	15 miles or more
Anchor	Three to five department or discount stores
Location	Located on a primary arterial close to or intersecting another primary arterial
Outlots	7 or more

Note: A Regional Shopping Center is a major enclosed shopping center with outlots and often includes a number of smaller specialty retail centers clustered around the central mall. All the centers together are considered the Regional Shopping Center.

Heavy Commercial (HC)

Color: Red

Index No.: 11

This land use category is designed for commercial uses characterized by extensive outdoor storage and display, such as mobile home sales or sales of heavy construction equipment. Heavy Commercial uses should not be located near residential areas.

Downtown Mixed Use (DMU)

Color: Red

Index No.: 12

This category includes a wide variety of uses at very high density or high intensity levels. It provides for hotels, apartments, retail trade, professional, governmental, sports, and personal services. It also includes significant public and semi-public uses. These uses are located in the Regional Center area, or central business district. Individual buildings that contain a mix of different land uses are not uncommon.

Industrial

Light Industrial (LI)

Color: Light Purple

Index No.: 13

This land use category is designed for those industries which conduct their entire operations within completely enclosed buildings. One purpose of this category is to buffer Heavy Industrial uses from less intensive uses. Light Industrial uses should create minimal impact upon adjacent properties.

Heavy Industrial (HI)

Color: Dark Purple

Index No.: 14

This land use category is designed for intensive industries characterized by smoke, noise, and outdoor storage. Such categories can be difficult, expensive, or impossible to eliminate or buffer, and may be a nuisance to adjacent nonindustrial properties.

Airport Related (AR)

Color: Salmon

This category is for businesses and industries that require a location adjacent to or near the airport, that are beneficial to airport activity, and that depend on airport facilities for all or part of their business activities.

Parks

Neighborhood Park (NP)

Color: Dark Green

This land use is designed to provide open space and facilities to satisfy the everyday recreation needs of the immediate neighborhood. These parks serve people within walking or bicycling distance. Typically, Neighborhood Parks are between 5 and 25 acres, although a site of at least 10 acres is preferable. Neighborhood Parks typically contain basketball and tennis courts, playground equipment, and sitting or picnicking areas.

Community Park (CP)

Color: Dark Green

This category is designed to provide a major recreation area with organized programs oriented toward family and all-age-group recreation. The size should range between 25 and 100 acres, the park should serve between 10,000 and 50,000 people, and it should be no more than 15 minutes driving time from its intended users. Typical facilities include recreation centers, swimming pools, and picnic areas. Community Parks often combine intensive recreation facilities and natural areas for more passive activities. These parks should be centrally located with good access to several neighborhoods and junior or senior high schools.

Regional Park (RP)

Color: Dark Green

This category provides for large parks ranging in size from 100 acres to several thousand acres. They are intended to serve a population within one hour's driving time. Typical facilities and activities include play areas, picnic areas, shelters, nature centers, and trails. Most Regional Parks contain rivers, lakes, or other natural features to provide the park users a natural retreat from the urban environment.

Linear Park (LP)

Color: Dark Green

These are public park trails that can be located on or parallel to floodways, streams, parkways, wooded areas, and abandoned railroad rights-of-way or other public easements.

Special Uses

Color: Grey

The main uses included in this category are colleges, universities, cemeteries, airports, military installations, hospitals, waste disposal plants, schools (except elementary schools), fire stations, and other public or semi-public facilities that serve the entire community rather than just the local neighborhood. These uses will be identified on the land use plan map by the following abbreviations and/or names:

Land Use	Map Notation
Hospital	H
Schools	
Senior High School	SH
Junior High/Middle School	JH
Private High School	PS
College or University	By name
Cemetery	C or by name
Significant Public Facility	By name
Fire Station	FS
Other	Public use or by name

Urban Conservation (UC)

Color: Light Green

This category identifies and thus helps preserve the character of land possessing special environmental or valuable natural characteristics that requires careful attention with regard to development proposals. Steeply sloped areas, woodland areas, wetland areas, and areas with significant aquifer or other waterbody resources are all examples of this designation.



Elected Officials

William H. Hudnut, III, *Mayor*

City-County Councillors and Districts

Dr. Philip Borst, 25	Jeff Golc, 17	Stuart Rhodes, 7
Rozelle Boyd, 11	Harold Hawkins, 16	Betty Ruhmkorff, 12
David Brooks, AL	Holley Holmes, 8	William Schneider, 3
Richard Clark, 13	Glenn Howard, 9	Dr. Beurt SerVaas, 2
Dwight Cottingham, 18	Ray Irvin, 21	Julius Shaw, AL
Beulah Coughenour, 24	Paul Jones, 10	John Solenberg, 5
Carlton E. Curry, AL	David McGrath, 20	Diana Strader, 23
William Dowden, 4	Mary B. Moriarty, 15	Stephen R. West, 6
Kenneth Giffin, 19	Beverly Mukes-Gaither, AL	Susan Williams, 22
Gordon Gilmer, 1	Cory O'Dell, 14	

Administration and Policy Direction

Metropolitan Development Commission

James Wade, Jr., President	Mary Ann Mills
Dr. Lehman D. Adams, Jr.	Michael W. Rodman
James J. Curtis	Randolph L. Snyder
Donald F. Elliott, Jr.	Larry Tindall
Lois J. Horth	

Department of Metropolitan Development

M. D. Higbee, Director
Stuart Reller, Administrator, Division of Planning

Project Coordination

Clarke Kahlo, Deputy Administrator	Phil Pettit, Drafting Superintendent
Tom Bartlett, Senior Planner	John Roberts, Draftsman
Gregory Ewing, Senior Planner	Darrell Walton, Draftsman
Jay Getz, Planner	Kenneth Percy, Print Shop Manager
Kira Schmidt, Planner	Burt Carter, Printer
Natalie Graves, Secretary	George Jacobs, Printer
Ned Wissel, Secretary	